

State of Indiana Indiana Department of Correction

Effective Date Page 1 of Number	
03/01/10 13 02-01	1-117

POLICY AND ADMINISTRATIVE PROCEDURES

Manual of Policies and Procedures

Title

OUTSIDE OFFENDER WORK CREWS

Legal References	Related Policies/Procedures	Other References
(includes but is not limited to)	(includes but is not limited to)	(includes but is not limited to)
IC 11-8-2-5(a)(2)	00-02-201 02-03-103	N/A
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IC 11-8-2-5(a)(8)	01-04-101 02-03-107	
IC 11-8-2-5(a)(13)	02-01-106 02-03-108	
	02-01-110 02-03-114	
	02-03-101	

I. <u>PURPOSE</u>:

The purpose of this policy and its administrative procedures is to provide guidelines for the use and operation of offender work crews which operate outside of the secured perimeter of a correctional facility.

II. POLICY STATEMENT:

The Department of Correction recognizes the benefit of providing meaningful work assignments for offenders incarcerated in its facilities. The Department also recognizes that it may not be possible to provide enough work assignments within the facility for minimum security offenders and so allowing these offenders to work in the community can provide additional work opportunities.

In addition to the added work opportunities for offenders, these outside work crews can assist other state agencies and local units of government by providing a source of labor to supplement their workers in completing needed projects. In addition to providing a cost savings to these agencies, the use of offender work crews provides a sense of satisfaction and ownership for the offenders involved which will enhance the offender's re-entry into the communities upon release.

The Department shall work cooperatively with other state agencies, such as the Department of Natural Resources (DNR) and Department of Transportation (INDOT), to provide a work force of offenders who can assist the agencies in completing their missions. Also, the Department shall work cooperatively with other units of government, such as cities and counties, and not-for-profit organizations to provide needed assistance in areas where they cannot provide adequate manpower to meet their needs.

POLICY AND ADMINISTRATIVE PROCEDURES				
Indiana Department of Correction				
Manual of Policies and	Manual of Policies and Procedures			
Number	Effective Date	Page	Total Pages	
02-01-117 03/01/2010 2 13				
Title				
OUTSIDE OFFEND	ER WORK CREWS			

Outside work crews shall not be used to supplant existing staffing positions and shall not be provided to private employers without the approval of the Commissioner.

Staff assigned to work crews must be aware of the security issues involved in this type of assignment. Staff shall ensure that the offenders are trained in the proper use of equipment and that the offenders are supervised constantly. In cases where non-Department staff are used to supervise offender work crews, the persons supervising the crews shall be trained in the proper security measures and what to do in case of an emergency.

III. <u>DEFINITIONS</u>:

For the purpose of this policy and its administrative procedures, the following definitions are presented:

- A. DIRECT SUPERVISION: A method of offender management that ensures continuing direct contact between staff and offenders where staff can provide frequent, non-scheduled observation of and personal interaction with offender without separation by a physical barrier.
- B. SUPERVISOR: The person assigned the duties to oversee an outside offender work crew which may be a Department employee or the approved employee of another agency or unit of government who has received Department training in the supervision of offenders.
- C. OUTSIDE OFFENDER WORK CREW: A group of offenders assigned to working outside the secure perimeter of a facility and away from the grounds of the facility, not including grounds or maintenance crews working outside the secured area of the facility and which may be supervised by Department or non-Department staff.

IV. ESTABLISHMENT OF OUTSIDE OFFENDER WORK CREWS:

Facilities are to seek opportunities for providing offenders with work assignments that will benefit the operation of the facility and assist the offender in preparing for re-entry into the community. Facilities shall develop offender work assignments in compliance with the administrative procedures for Policy 02-01-106, "Offender work Assignments and Pay Schedules."

Prior to developing a new outside offender work assignment, the Facility Head shall ensure that an APPLICATION FOR PROGRAM/WORK PROJECT DEVELOPMENT (ATTACHMENT I) is completed. This application is to include a description of the outside work assignment. In addition to the

POLICY AND ADMINISTRATIVE PROCEDURES				
Indiana Department of Correction				
Manual of Policies and	Manual of Policies and Procedures			
Number	Effective Date	Page	Total Pages	
02-01-117 03/01/2010 3 13				
Title				
OUTSIDE OFFEND	DER WORK CREWS			

information on the application, the Facility Head shall complete a narrative to attach to the application which will include the following information:

- A. Purpose of the work assignment;
- B. Whether another agency will be involved in this work assignment;
- C. The anticipated number of offenders involved;
- D. Whether the work assignment will be a permanent assignment or temporary;
- E. Who will supervise the offenders on the work assignment, facility staff or non-Department personnel;
- F. If another agency is involved, what will be the responsibilities of the facility and the other agency; and,
- G. Any other pertinent information regarding the work assignment.

The Facility Head shall submit the application and the attached narrative to the Executive Director of Adult Facilities. The Executive Director of Adult Facilities shall review the information provided by the Facility Head and shall consult with any other appropriate Department staff to determine whether the offender work assignment meets the goals and mission of the facility and the Department.

The Executive Director shall either approve or reject the proposed offender work assignment and shall forward the application to the Deputy Commissioner of Adult Operations for final review and approval. Following a review of the application, the Deputy Commissioner of Adult Operations shall make a decision regarding the offender work assignment and shall forward his/her decision to the appropriate Facility Head with a copy to the Executive Director of Adult Facilities.

Upon notification as to the approval of the work assignment, the Facility Head or designee shall contact the other agency. A Memorandum of Understanding (MOU) or other agreement shall be prepared in accordance with the appropriate fiscal procedures. Upon receipt of the final approved MOU or agreement, the work assignment may be initiated.

In cases where an existing work crew is given a short-term reassignment, such as to assist in the clean-up of storm damage, it shall not be necessary to submit the APPLICATION FOR PROGRAM/WORK PROJECT DEVELOPMENT nor develop an MOU or contract for the offender work crew. In these cases, the Facility Head shall approve the use of the work crew for the designated purpose and shall advise, either by telephone or by e-mail, the Executive Director of Adult Facilities of the assignment of the offender work crew no later than the next business day.

POLICY AND ADMINISTRATIVE PROCEDURES				
Indiana Department of Correction				
Manual of Policies and	Manual of Policies and Procedures			
Number	Effective Date	Page	Total Pages	
02-01-117 03/01/2010 4 13				
Title				
OUTSIDE OFFEND	ER WORK CREWS			

The facility shall maintain a file of all outside offender work crews which shall include the approval of the offender work assignments, the MOU or contract and any inspection reports. Facility operational procedures shall designate the staff person responsible for the maintenance of these files.

V. DUTIES OF STAFF SUPERVISING OFFENDER WORK CREWS:

Staff assigned to supervise outside offender work crews shall be responsible for the overall security and safety of the offenders and the general public. Non-Department of Correction personnel who have been authorized to supervise offenders from the Department on an outside work crew shall be responsible for the operation of the work crews and behavior of the offenders in the same manner as Department staff.

The duties of staff or non-Department personnel assigned to supervise an outside offender work crew include, but are not limited to:

- A. Obtain the appropriate instructions as to where the offender work crew will be located on that shift:
- B. Obtain any equipment (e.g., vehicle keys, cell phone, radio, etc) and tools needed for the assignment, including any safety gear such as helmets and vests;
- C. Ensure that adequate sack meals, water and/or other drinks are obtained for all offenders assigned to the work crew;
- D. Verify the offenders who are assigned to the work crew and ensure that a crew kit is provided for each offender;
- E. Ensure that all offenders are searched in accordance with Department procedures prior to leaving the facility;
- F. Advise the facility's Control Post or designated staff when leaving the facility for the assignment and the number of offenders in the crew and contacting the facility when arriving at the designated work site;
- G. While on the assignment, the supervising personnel shall ensure that offenders are kept under visual supervision at all times (if the offenders are changing locations on foot or on equipment, such as picking up trash or mowing the road side, the staff person shall remain in close proximity in the vehicle and shall ensure that the warning flashers on the vehicle are operating);
- H. Ensure that all safety and protective equipment (e.g., reflective vests, helmets, goggles, gloves, etc.) and tools are used in accordance with established procedures and guidelines;
- I. If restroom or meal breaks are taken, ensure that all offenders take the break at the same time so that supervision can be maintained;
- J. If breaks are not provided to the crew, ensure that offenders are instructed on how they may request to use the restroom and ensure that the offender

POLICY AND ADMINISTRATIVE PROCEDURES				
Indiana Department of Correction				
Manual of Policies and	Manual of Policies and Procedures			
Number	Effective Date	Page	Total Pages	
02-01-117 03/01/2010 5 13				
Title				
OUTSIDE OFFEND	ER WORK CREWS			

returns to the work assignment within no more than 15 minutes (NOTE: in these cases, the Supervisor should conduct a census count before and after the offender goes to the restroom. If the Supervisor must go to the restroom since direct supervision will be interrupted, the Supervisor shall take a census count before going to the restroom and immediately upon returning to directly supervising the offenders);

- K. Ensure that offender behavior is maintained in accordance with Department procedures and expectations;
- L. Offenders are to be counted informally at least once per hour to ensure that all offenders are present;
- M. If the work crew is out of the facility during an established count at the facility, the supervising staff shall report to the facility advising that the offenders have been counted and the number of offenders present on the work crew in accordance with the administrative procedures for Policy 02-01-110, "Offender Accountability"; Ensure that the work crew returns to the facility in accordance with facility instructions;
- N. Contacting the facility when changing or leaving the work site to return to the facility and provided an estimated time of arrival at the new work site or facility;
- O. Inventory all tools and equipment before returning to the facility and reporting any lost or damaged tools or equipment in accordance with Policy 02-03-107, "Tool Control";
- P. Ensure that all offenders are strip searched upon return to the facility; and,
- Q. Ensure that all equipment, tools, vehicles are secured are ready for use the next day.

Facilities shall develop operational procedures to ensure that staff is aware of these and any other responsibilities in the supervision of the work crews.

VI. NON-DEPARTMENT PERSONNEL SUPERVISING WORK CREWS:

Staff of other agencies (e.g., DNR, INDOT, etc.) may be allowed to supervise offender work crews if the facility providing the work crews do not have sufficient staff to supervise the work crews. The Facility Head or designee shall have the authority to approve or reject any personnel from another agency who is proposed as a supervisor of an offender work crew.

Prior to being permitted to supervise an offender work crew, personnel from another agency must undergo a criminal history background check, including a driving history check. If the other agency has conducted a criminal history background check within the previous year, another check is not necessary. However, the Department shall ensure that a current warrants check is run on all personnel newly assigned to supervise a work crew.

POLICY AND ADMINISTRATIVE PROCEDURES				
Indiana Department of Correction				
Manual of Policies and	Manual of Policies and Procedures			
Number	Effective Date	Page	Total Pages	
02-01-117 03/01/2010 6 13				
Title				
OUTSIDE OFFEND	OUTSIDE OFFENDER WORK CREWS			

When conducting the criminal history background check, staff shall determine whether the person has any felony convictions within the last five (5) years. If so, the Facility Head or designee shall determine whether the person has been incarcerated in the Department of Correction and whether the person was housed at the facility where the work crew is based. If the criminal history background check shows that the person has been housed in the facility within the last three (3) years, the Facility Head shall contact the supervisor from the other agency and request that another person be assigned to supervise the work crew. Also, if the check determines that the person is under some type of supervision for a criminal offense, the other agency shall be asked to remove the person from consideration to supervise an offender work crew.

In determining whether a person with a previous felony conviction can supervise an offender work crew, the Facility Head or designee shall consider the impact that the conviction will have on the person's ability to supervise an offender work crew. If there is a nexus between the person's felony conviction and the ability to supervise a work crew, the Facility Head shall deny the request to have the person supervise the work crew. If the Facility Head is uncertain as to the person supervising an offender work crew, the Facility Head may contact the Executive Director of Adult Facilities for assistance.

If the criminal history check shows that the person is currently under some form of supervision, e.g., parole, probation, community corrections, etc., the Facility Head shall notify the person's supervisor and advise that the person cannot supervise an offender work crew.

If the criminal history check determines that there is an active warrant for the person, the Facility Head or designee shall contact the other agency and advise of the warrant. Additionally, the Facility Head or designee shall contact the local law enforcement agency and advise as to the warrant.

Once the criminal history check has been cleared and the person approved to supervise the offender work crew, the non-Department staff person shall be required to undergo 30 hours of training in accordance with training provided by the Division of Staff Development and Emergency Operations. This training must be completed prior to the person assuming supervision of a work crew. Additionally, the person must complete 30 hours of annual training in the supervision of offender work crews.

When possible, both Department and non Department personnel assigned to supervise an offender work crew should be assigned to job shadow a person experienced in the supervision of an offender work crew. The person is to job shadow the experienced supervisor for one (1) shift when possible.

POLICY AND ADMINISTRATIVE PROCEDURES				
Indiana Department of Correction				
Manual of Policies and Procedures				
Number	Effective Date	Page	Total Pages	
02-01-117 03/01/2010 7 13				
Title				
OUTSIDE OFFEND	DER WORK CREWS			

The facility shall develop operational procedures to indicate the manner in which it ensures that a non-Department person obtains a criminal history background check and the required training before assuming supervision of an offender work crew.

VII. OFFENDER ASSIGNMENT TO OUTSIDE WORK CREWS:

Offenders assigned to outside work crews shall be classified as Security Level 1-O or 2-O. Offenders who are classified as 1-R shall not be assigned to outside work crews; but may be assigned to work crews within the secured perimeter of a facility.

Offenders newly arrived at a facility shall not be assigned to an outside work crew for a minimum of 30 days from the date of arrival at the facility. During this time, staff shall review the offender's records and observe the offender's behavior to determine whether the offender appears appropriate for assignment to an outside work crew. The only exception to the 30 days waiting period will be for facilities that have an agreement (contract or MOU) with another government agency which has specifically required a different waiting period and has been approved by the Commissioner or designee before the Offender Work Crew is initiated. (e.g., The Edinburgh Correctional Facility's agreement with Camp Atterbury which calls for a 14 day waiting period.) In no case, shall the waiting period be less than 14 days from the arrival of the offender.

Following the review and approval of an offender for an Outside Offender Work Crew by facility Classification staff, the Facility Head shall review each offender prior to assigning the offender to an Outside Offender Work Crew. The Superintendent shall determine whether the offender meets the criteria for placement on an Offender Work Crew, including whether the offender meets the appropriate waiting period and whether the offender's behavior while at the facility is satisfactory to allow the offender to be assigned to an Offender Work Crew.

All assignments of offenders to outside work crews shall be in accordance with the administrative procedures for Policy 01-04-104, "Adult Offender Classification."

VIII. DUTIES OF OFFENDERS ASSIGNED TO OUTSIDE WORK CREWS:

Offenders who are assigned to an outside work crew shall be responsible to:

A. Obtain the necessary training in the use of all safety equipment and tools necessary to complete the assigned job tasks;

POLICY AND ADMINISTRATIVE PROCEDURES				
Indiana Department of Correction				
Manual of Policies and	Manual of Policies and Procedures			
Number	Effective Date	Page	Total Pages	
02-01-117 03/01/2010 8 13				
Title				
OUTSIDE OFFEND	OUTSIDE OFFENDER WORK CREWS			

- B. Ensure that all safety procedures are followed at all times, including the wearing of protective safety equipment (e.g. reflective vests, helmets, goggles, gloves, etc.);
- C. Follow the directions/orders of the person assigned to supervise the work crew;
- D. Complete assigned work duties to the best of their abilities and in accordance with the instructions given by the supervisor;
- E. Follow all Department procedures and facility rules while on the work crews;
- F. Maintain visual contact with the staff person supervising the work crew as instructed;
- G. Ensure that they have their Offender Identification Card on their person at all times; the offender may be permitted to carry the Offender Identification Card in a pocket or some other place to keep it safe and prevent losing it, however, they must be able to show the Identification Card whenever requested;
- H. Wear the appropriate clothing as designated by the facility and Department for offenders assigned to outside work crews (i.e., an orange jumpsuit); appropriate clothing may include specific designation that the person wearing the clothing is an offender or the name of the facility;
- I. Submit to any search or count as required by the person supervising the work crew:
- J. Have limited contact with members of the general public and directing any questions or issues involving a member of the public to the work crew's supervisor (NOTE: Offenders shall not accept anything from any member of the public nor shall offenders engage in conversations with the public other than to answer direct questions and to be polite and courteous. Family or friends shall not attempt to contact the offender while the offender is on the work crew.); and,
- K. Offenders in facilities that permit smoking shall not be allowed to smoke or carry tobacco products while away from the facility on an Offender Work Crew.

Offenders who violate any of these conditions shall be subject to disciplinary action and removal from the work crew.

The facilities shall ensure that each offender is made aware of the above duties and any other duties/responsibilities associated with the work crew assignment.

POLICY AND ADMINISTRATIVE PROCEDURES Indiana Department of Correction Manual of Policies and Procedures			
Number	Effective Date	Page	Total Pages
02-01-117 03/01/2010 9 13			
Title			
OUTSIDE OFFENDER WORK CREWS			

IX. OPERATION OF OUTSIDE OFFENDER WORK CREWS:

A. Staff-Offender Ratio

Ideally, each offender work crew shall maintain a ratio of one (1) supervisor for every 12 offenders or less. However, in some cases, the operation of the specific work assignment may allow for a higher ratio.

The Facility Head and Custody Supervisor shall review the requirements of each offender work crew and establish a maximum allowable staff to offender ratio. This ratio shall take into consideration:

- 1. The duties to be performed by the offender work crew;
- 2. The location and terrain of area where the work crew will be assigned (e.g., flat open area, hilly area with low visibility, heavily wooded area, etc.);
- 3. The experience of the person supervising the crew; and,
- 4. Any other conditions specific to the particular offender work crew.

B. Offender Supervision

The supervisor of the offender work crew shall ensure that direct sight and sound supervision of the offenders on the offender work crew is maintained. The supervisor should be able to see all of the offenders under his/her supervision with only minimal movement.

In cases where is it necessary for the work crews to take a break, for a meal or a restroom break, all offenders shall take a break at the same time and shall be ordered to go to and remain in a specific area until the supervisor instructs that they are permitted to return to their individual work sites.

C. Searches of Offenders

The supervisor of a work crew shall ensure that each offender is frisk searched prior to leaving the facility. In certain cases, such as when excessive contraband or prohibited property has been found, offenders preparing to leave for an outside work crew may be strip searched.

While the offenders are on the outside work crew, the supervisor may order any or all offenders to submit to a frisk search if the supervisor has reason to believe that such a search is needed. The reason for conducting such a search shall be at the discretion of the supervisor. If the supervisor has reason to believe that offenders on the work crew have obtained

POLICY AND ADMINISTRATIVE PROCEDURES			
Indiana Department of Correction			
Manual of Policies and Procedures			
Number	Effective Date	Page	Total Pages
02-01-117 03/01/2010 10 13			
Title			
OUTSIDE OFFENI	DER WORK CREWS		

contraband or prohibited property, the supervisor shall either return the crew to the facility as soon as possible or call the facility for assistance so that frisk searches may be conducted on the offenders.

Upon return to a facility following an assignment on an outside work crew, all offenders shall be frisk or strip searched before they are allowed to enter the secure area of the facility in accordance with the administrative procedures for Policies 02-03-101, "Searches and Shakedowns," and 02-03-103, "Facility Entrance/Exit Procedures." Facility operational procedures shall designate the degree of search conducted on offenders returning from a work crew.

D. Searches of Equipment and Vehicles

Prior to obtaining offenders for an outside work crew, the work crew supervisor or other designated staff shall ensure that any vehicles and equipment/tools to be used are thoroughly searched for contraband or prohibited property.

While the offender work crew is at the designated work site, the supervisor shall periodically inspect the vehicle and tools/equipment to determine whether it appears that contraband or prohibited property has been hidden in them.

At the end of the day, following the offenders being returned to the facility, the supervisor or designated staff shall ensure that all vehicles and tools/equipment are searched for hidden contraband/prohibited property before they are put away.

A "Report of Incident" shall be written and submitted in accordance with facility procedures if contraband or prohibited property is found.

E. Offender Accountability

The supervisor shall be aware of the location and number of offenders under his/her supervision at all time. At least hourly, the supervisor shall informally count all of the offenders on the work crew to ensure that all are accounted for and present. Additionally, if the work crew is away from the facility for more than four (4) hours, at least one (1) census count shall be made and the supervisor shall report the results of this census count to the Master Locations Office of the facility.

The facility shall ensure that local law enforcement is notified whenever an offender work crew is to be working within their jurisdiction.

POLICY AND ADMINISTRATIVE PROCEDURES				
Indiana Department of Correction				
Manual of Policies and	Manual of Policies and Procedures			
Number	Effective Date	Page	Total Pages	
02-01-117 03/01/2010 11 13				
Title				
OUTSIDE OFFENI	ER WORK CREWS			

Additionally, the Indiana State Police District Post shall be notified whenever an offender work crew is to be working along a state highway or interstate highway within the District. Operational procedures shall be developed to address how this notification will occur.

A crew kit shall be prepared and maintained by the work crew supervisor for all offenders assigned to the offender work crew in accordance with the administrative procedures for Policy 02-01-110, "Offender Accountability." The supervisor shall refer to the crew kit to ensure that all offenders are present when conducting a census count.

F. Communication Equipment

The facility shall ensure that the supervisor has appropriate communication equipment so that information can be relayed to the supervisor or the facility as needed. This communication equipment can be a cell phone or radio. The supervisor shall be responsible to test this communication equipment to ensure that it is in proper working condition.

G. Emergencies

The facility shall ensure that the supervisor of each outside offender work crew is provided with detailed instructions regarding what to do in case of an emergency. The supervisor shall be instructed to contact the facility immediately and how to summon law enforcement assistance or medical assistance. Written instructions shall be provided to the supervisor and the Custody Supervisor or designee shall review the reporting instructions at least monthly to ensure that they are up-to-date and in order.

In addition to the above, the facilities shall ensure that the outside offender work crews comply with the conditions set forth in the administrative procedures for Policy 02-03-108, "Security Inspections," as they relate to the external inspections of these work crews.

Facilities shall develop operational procedures and post orders to ensure that the above procedures are implemented and made a part of the operation of the outside offender work crews.

X. INSPECTIONS:

Each Custody Supervisor shall ensure that a staff person, other than the offender work crew supervisor, visits each offender work crew and inspects its operation at least once every month. If staffing is available or if the Custody Supervisor has reason to believe that more frequent inspections are required, the Custody Supervisor shall increase the frequency of these inspections. The inspection

POLICY AND ADMINISTRATIVE PROCEDURES					
Indiana Department of Correction					
Manual of Policies and Procedures					
Number	Effective Date	Page	Total Pages		
02-01-117	03/01/2010	12	13		
Title					
OUTSIDE OFFEND	ER WORK CREWS				

report indicated in the administrative procedures for Policy 02-03-108, "Security Inspections," shall be utilized to record these facility inspections.

Additionally, external inspections of the outside work crew operations shall be conducted as indicated in the administrative procedures for Policy 02-03-108.

XI. RECORDKEEPING:

Each facility shall maintain records on the training provided to staff, non-Department staff and offenders assigned to outside work crews. Records shall indicate that all safety training is conducted and that offenders have been trained in the use of equipment.

Additionally, the facilities shall maintain records on the use of outside offender work crews. The information maintained shall include, but not be limited to:

- A. Number of Work Crews
- B. Location of Work Crews
- C. Number of offenders assigned to each work crew
- D. Total number of offenders who participated in offender work crews for the month and year
- E. Whether the work crew is supervised by Department staff or non-Department staff
- F. Whether staff and non-Department personnel are up-to-date on training
- G. Whether criminal history checks have been completed on all offenders and non-Department personnel
- H. Number of hours of service provided by the offender work crews.

XII. TRAINING:

The Facility Head shall ensure that all Department and non-Department staff authorized to supervisor outside offender work crews are trained in accordance with the training provided by Division of Staff Development and Emergency Operations. Department staff shall have completed the pre-service academy and be current on all annual training prior to being assigned to supervise an outside offender work crew. Additionally, when possible, Department staff shall job shadow an experienced staff person before being assigned to supervise an offender work crew.

Non-Department staff who are authorized to supervise an outside offender work crew shall complete the Department's 30 hours training program relating to the supervision of offenders. Additionally these persons shall complete an annual training regarding the supervision of offenders.

POLICY AND ADMINISTRATIVE PROCEDURES					
Indiana Department of Correction					
Manual of Policies and Procedures					
Number	Effective Date	Page	Total Pages		
02-01-117	03/01/2010	13	13		
Title			•		
OUTSIDE OFFENI	DER WORK CREWS				

XIII. OUTSIDE OFFENDER WORK CREW MEETINGS:

In an attempt to ensure that information is shared and that any issues are addressed, all facilities operating Outside Offender Work Crews providing services to another agency or governmental unit shall conduct semi-annual meetings with the representatives from those agencies and governmental units. These meetings are to give staff and the representatives the opportunity to get better acquainted, to share information, to address any issues or concerns that may have arisen and to prepare for future needs and opportunities. These meetings are to be in addition to the Community Advisory Board meetings. However, they may be held in conjunction with the Community Advisory Board meetings.

The Facility Head or designee shall schedule semi-annual meetings with the contacts from the agencies and governmental units that receive the services of facility offender work crews. These meetings are to be held in the spring (March-April) and fall (September-October) each year. The content of these meetings will depend upon the issues and concerns raised about the work crews. Also, these meetings shall be used to provide refresher training to staff and the contacts and representatives regarding safety and security in working with offenders.

The facility shall prepare an agenda for this meeting. Training materials, such as PowerPoint presentations and/or handouts, shall be prepared to assist in the presentation of information.

Once the meetings are scheduled, the Executive Director of Adult Facilities is to be advised as to the date, time and location of the meeting. Following the meeting, the Executive Director of Adult Facilities shall be advised of any discussions regarding significant issues related to the operation of an Outside Offender Work Crew.

XIV. APPLICABILITY:

This policy and its administrative procedures are applicable to all facilities that house adult offenders and that send offender work crews into the community.

Signature on File
Edwin G. Buss
Commissioner
<u>2/16/10</u>
Date